



County of Los Angeles  
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Chief Administrative Officer

May 26, 2005

To: Supervisor Gloria Molina, Chair  
Supervisor Yvonne B. Burke  
Supervisor Zev Yaroslavsky  
Supervisor Don Knabe  
Supervisor Michael D. Antonovich

From: David E. Janssen  
Chief Administrative Officer

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Fifth District

**LOS ANGELES COUNTY 2-1-1 INFORMATION AND REFERRAL SYSTEM –  
CONSOLIDATED FINAL REPORT**

This report provides a consolidated status report to update your Board on efforts underway to satisfy the requirements of the following Board orders related to establishing a countywide 2-1-1 Information and Referral (I&R) System for Los Angeles County residents:

- On August 12, 2003, your Board instructed the Chief Administrative Officer (CAO), County Counsel, Chief Information Officer, Internal Services Department, and the Department of Public Social Services (DPSS) to jointly perform a comprehensive review and assessment of the creation and implementation of a 2-1-1 telephone number, including a review of INFO LINE of Los Angeles County's (INFO LINE's) 2-1-1 Business Plan, and report back to your Board within 60 days with findings and recommendations.
- On January 6, 2004, your Board directed the Department of Children and Family Services (DCFS), along with the CAO, to report back within 30 days on the feasibility of utilizing an I&R service to provide telephone lines for callers requiring general I&R services, without compromising child safety, and also to explore the possibility of incorporating this service into the County's plan for a 2-1-1 system.
- On September 28, 2004, your Board approved \$2 million in funding for the development and implementation of the County's 2-1-1 I&R system.
- On October 12, 2004, your Board directed the CAO to conduct a comprehensive review of all County-funded I&R services and report back to the Board with recommendations for the coordination between these programs and INFO LINE, and work with First 5 LA to determine the feasibility of developing a partnership to provide I&R services.

The tasks associated with each of these Board orders are complete. The following summary highlights the outcomes of each of the efforts undertaken by the County's 2-1-1 Work Group in this regard. In addition, attached for your review, is a summary of some of the key elements in the proposed Statement of Work for the Agreement between the County and INFO LINE to provide 2-1-1 and Specialized Information and Referral Services. The proposed Agreement, based on the Statement of Work, is scheduled to be considered by your Board on June 21, 2005.

### **Business Plan**

The County's 2-1-1 Work Group, comprised of representatives from involved County departments, reviewed the INFO LINE 2-1-1 Business Plan and subsequently developed a joint County-INFO LINE 2-1-1 Business Plan. The Business Plan is the basis for the proposed Statement of Work and Agreement. A copy of the Business Plan will accompany the proposed Agreement to be considered by your Board on June 21, 2005.

### **Department of Children and Family Services – Child Abuse Hotline**

An implementation plan is being proposed as part of the Statement of Work that provides for the Department of Children and Family Services (DCFS) to automatically transfer to 2-1-1 calls received by the DCFS Child Abuse Hotline that do not require handling by DCFS staff. DCFS currently utilizes a menu feature for callers interested in receiving general I&R services (non-Child Abuse Hotline calls). The planned implementation would provide for seamless transfer of these calls directly to INFO LINE (2-1-1) for general I&R services. The DCFS Hotline currently receives between 15,000 and 18,000 calls per month. The transfer of a portion of this call volume (estimated at between 500 to 750 calls per month) will allow DCFS staff to focus resources on calls associated with the main mission of the Hotline. INFO LINE is also currently in the process of reviewing protocols for referring calls to DCFS facilities and programs in an effort to further streamline the routing of calls between INFO LINE and DCFS.

### **Other County Information and Referral Services**

The implementation of 2-1-1 in Los Angeles County is proposed to take place in several stages. The July 2005 launch will focus on the core mission of 2-1-1: health and human service I&R calls. The Department of Public Social Services (DPSS) has provided a toll-free general I&R service (through INFO LINE) to the residents of the County for several decades. DPSS will continue to be the principal funding source for 2-1-1, consistent with the call volume associated with DPSS programs and facilities. In addition to the planned call routing enhancements involving the DCFS Child Abuse Hotline, the launch of 2-1-1 will include two additional County department partners, the Department of Health Services (DHS) and the Department of Mental Health (DMH).

The Department of Health Services operates a call center that provides residents with I&R services related to DHS programs and facilities. Seasonal call volume spikes are common subsequent to public announcements by the Director of Public Health. DHS plans to utilize 2-1-1 as part of a planned public outreach to provide I&R for a particular public health issue. The effectiveness of this program will be evaluated and plans for future use of 2-1-1 for this purpose will be made accordingly. In addition, DHS will determine the feasibility of transferring additional calls for general health and human service I&R as part of a planned 2-1-1 call capacity study for 2006-07.

The Access Telecommunications Center, operated by DMH, receives approximately 25,000 calls per month. Similar to the call center operated by DCFS, DMH receives calls for general I&R that are beyond the main mission of the DMH program. DMH, like DCFS, will transfer calls to the 2-1-1 Call Center after receiving the appropriate I&R from DMH or after an assessment of the call determines that no DMH services are required. DMH will work with INFO LINE to streamline protocols for referral of calls from 2-1-1 to DMH.

The Department of Public Social Services, DCFS, DHS, and DMH have all identified funding to provide for call capacity in the 2-1-1 system. In addition, we will be recommending your Board allocate funding previously approved as part of the implementation of 2-1-1 to cover a portion of the additional call capacity requirements in 2005-06.

The Statement of Work for the Agreement for 2-1-1 and Specialized Information and Referral Services will also include the County's Elder Abuse Hotline (Department of Community and Senior Services) and Unincorporated Community Help Line and Code Enforcement Toll-Free Hotline (CAO). Due to the emergent nature of elder abuse calls, the dedicated toll-free number will continue to be used through the first year of the 2-1-1 Agreement. Elder Abuse calls are answered in a priority manner by INFO LINE. This arrangement will continue to ensure the priority status of incoming calls. The Unincorporated Community Help Line and Code Enforcement Toll-Free Hotline will maintain existing toll-free numbers and be answered by INFO LINE staff that specializes in code enforcement and municipal service I&R. Subsequent to the analysis of the first six to nine months of 2-1-1 utilization, a study will be performed to determine the feasibility of utilizing interactive voice recognition (IVR) menu options or an internal call transfer to route 2-1-1 calls for unincorporated services to the appropriate INFO LINE staff. If an appropriate system can be developed, an opportunity may exist to phase out the use of the dedicated phone numbers in favor of the 2-1-1 dialing code.

Such an arrangement will also be considered for other County services currently provided through a toll-free or local telephone service. Several departments have indicated an interest in potentially utilizing 2-1-1 to provide I&R for certain seasonal programs, or as a replacement of existing specialized services. Ongoing discussions are planned with these departments during the first year of operation of the 2-1-1 system. However, each analysis will require consideration of the balance between adding menu options to the IVR system or

adding protocols requiring internal transfers to specialists with the appropriate skill set versus the more customer-oriented approach of having a call answered as soon as possible without any further transfer.

A survey of County departments conducted by the CAO also suggests that certain dedicated telephone services could not be provided through 2-1-1 due to the requisite access to case-specific or confidential data. Such services are generally beyond the scope of traditional 2-1-1. Other services provided through the County would not necessarily benefit from having 2-1-1 at the front end of the call, as the end service provided by the County involves dispatching of resources or other action that would only be delayed through the use of 2-1-1 as the point of first contact.

### **First 5 LA**

As previously reported to your Board, First 5 LA approved a plan to partner with the County's 2-1-1 system for I&R services. The \$1.6 million annual INFO LINE contract amount contemplated by First 5 LA includes three components: (1) approximately \$1.01 million for I&R services, (2) \$0.48 million for health care enrollment, and (3) \$0.16 million for specified professional services. First 5 LA will contract directly with INFO LINE for all of these services. First 5 LA plans to continue to utilize the existing toll-free dedicated telephone number for the LA Connect service and transition to the 2-1-1 dialing code in January 2006. In an effort to ensure the County's 2-1-1 system is marketed, utilized, and monitored in an effective manner, a memorandum of understanding between the County and First 5 LA for the utilization of 2-1-1 I&R services will be recommended for consideration by your Board.

### **Other Issues – Cellular Phone Access**

Despite efforts by INFO LINE and other Southern California 2-1-1 providers (Orange, Riverside, San Diego, and Ventura counties) to persuade wireless phone providers to allow cell phone users to utilize the 2-1-1 dialing code at no cost to the 2-1-1 provider, wireless phone providers have indicated that programming and switching fees would be required to be paid by the local 2-1-1 providers prior to activating cellular 2-1-1 access.

The City of Los Angeles experienced a similar situation with the switchover to 3-1-1. Only recently have the wireless providers agreed to provide 3-1-1 access to the City of Los Angeles without payment of programming and switching fees. The Chief Information Office (CIO) and Internal Services Department (ISD) will work with the wireless carriers and INFO LINE to resolve the cost issue.

In any event, cell phone users will not be able to utilize the 2-1-1 dialing code as of July 1, 2005. Cell phone users will be able to continue to utilize the existing toll-free number for I&R and will be advised accordingly during the kickoff phase of 2-1-1 service. Based on logistical issues outlined by one of the wireless providers, up to six months of lead time will be required to provide 2-1-1 cellular coverage throughout the County. We will notify your Board of any significant progress in this regard.

### **Implementation Plan**

As previously noted, your Board will consider the Agreement between the County and INFO LINE to provide 2-1-1 and Specialized Information and Referral services on June 21, 2005. The proposed implementation plan includes the following:

- Approval of a Memorandum of Understanding between the County and First 5 LA regarding the utilization of 2-1-1 call capacity, marketing, and planning issues related to general 2-1-1 I&R services
- A press conference to announce 2-1-1 in Los Angeles County is scheduled for Thursday, June 30, 2005 at 10:00 a.m., at the Kenneth Hahn Hall of Administration.
- 2-1-1 will be activated in Los Angeles County for all land line telephones on July 1, 2005. Cell phone users will be instructed to continue to utilize the existing toll-free I&R number.
- The CAO will facilitate a 2-1-1 Oversight Group, comprised of involved County departments, to monitor, evaluate, and make recommendations related to the operation of 2-1-1.
- The County will utilize an incremental marketing plan designed to gradually increase awareness and utilization of 2-1-1 during the initial 90-120 days of operation to ensure issues related to call handling, call capacity, and any technical or operational irregularities that arise are resolved in an effective manner.
- After 90 to 120 days of 2-1-1 operation, DHS will potentially "market" 2-1-1 through public service announcements for a specific program or event. The County and INFO LINE will determine the impact of public service announcements on call handling and call capacity and implement any appropriate process changes to handle large spikes in call volume.
- Within six months of 2-1-1 operation, First 5 LA will potentially market 2-1-1 for its target 0-5 demographic. A joint assessment of the impact of the switchover will be performed by County, First 5 LA, and INFO LINE.

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- The County will continue a incremental marketing plan through the end of the fiscal year, as needed, to effectively utilize available call capacity.
- Within nine months of 2-1-1 operation, a comprehensive assessment of 2-1-1 operations will be prepared, including recommendations for your Board regarding any additional programs or services that have been identified for inclusion in the 2-1-1 system, expansion of the IVR menu system, call capacity requirements for Fiscal Year 2006-07, and other relevant issues as appropriate.

If you have any questions regarding the recommendations associated with proposed implementation of 2-1-1 in Los Angeles County or the summary of the proposed Statement of Work, please contact me, or your staff may contact David Dijkstra of my staff at (213) 974-4283 or via e-mail at [ddijkstra@cao.co.la.ca.us](mailto:ddijkstra@cao.co.la.ca.us).

DEJ:MKZ  
DD:os

c: Executive Officer, Board of Supervisors  
County Counsel  
Chief Information Officer  
Director of Children and Family Services  
Director and Chief Medical Officer of Health Services  
Director of Internal Services  
Director of Mental Health  
Director of Public Social Services  
Chief Deputy, Community and Senior Services  
INFO LINE of Los Angeles County

# **2-1-1 and Specialized Information and Referral Services Statement of Work**

## **Summary of Key Elements**

The following summary highlights selected elements of the proposed Statement of Work for the Agreement between the COUNTY and INFO LINE for 2-1-1 and Specialized Information and Referral (I&R) Services. A complete Statement of Work and information related to performance measures will be included in the Agreement to be considered by the Board of Supervisors.

### **Scope of Work**

CONTRACTOR shall provide all personnel, materials, supervision, and other items or services necessary to operate a comprehensive 24-hour 2-1-1 and specialized multilingual telephone I&R service available to all COUNTY residents. In addition, CONTRACTOR shall provide and maintain a comprehensive database and hard copy listing of community agencies to be referred to as the Community Resources Information Bank (CRIB). CONTRACTOR shall also provide and operate an Elder Abuse Hotline, including TDD access, through the use of either 2-1-1 or dedicated toll-free number. CONTRACTOR shall maintain the Employer Call Center (comprehensive telephone resource and referral service for employers and business). CONTRACTOR shall provide and operate the Code Enforcement Toll-Free Hotline (CETH), Chief Administrative Office Department Emergency Plan Hotline, and the Unincorporated Community Help Line (Help Line), a resource and referral service for residents of the unincorporated communities of Los Angeles County. CONTRACTOR shall have the ability to provide through 2-1-1 or establish additional dedicated information and referral services and resources as required by special projects and initiatives of the COUNTY.

### **COUNTY Contract Administrator (CCA)**

The COUNTY Chief Administrative Officer shall designate a CCA for purposes of monitoring the Agreement. The CCA or alternate has full authority to monitor the CONTRACTOR's performance in the daily operation of the Agreement. The CCA shall establish and facilitate a 2-1-1 Oversight Committee consisting of representatives from involved COUNTY departments and commissions. The Oversight Committee shall assist the CCA in the monitoring and management of the Agreement.

### **Quality Control**

CONTRACTOR shall establish and utilize a comprehensive Quality Control Plan to assure COUNTY a consistently high level of product quality and service throughout the term of the Agreement. The Plan, which is subject to approval or rejection by COUNTY, shall be submitted to the CCA on the Agreement start date, with revisions submitted any

time changes to the Plan occur. CONTRACTOR shall provide a monitoring system covering all services required by the Agreement. The system must specify the methods for preventing, identifying, and correcting deficiencies in the quality of service performed before the level of performance becomes unacceptable.

### **Quality Assurance**

Performance Evaluation Meetings shall be held jointly by CCA and the CONTRACTOR Contract Manager as often as deemed necessary by the CCA. However, if a Contract Discrepancy Report (CDR) is issued, and at the discretion of the CCA, a meeting shall be held within five (5) business days, as mutually agreed, to discuss the problem. The minutes of any Performance Evaluation Meeting shall be prepared by the CCA and signed by the Contract Manager and CCA. Should the Contract Manager not concur with the minutes, he/she shall submit a written statement to the CCA within ten (10) business days from the date of receipt of the signed minutes. The Contract Manager's written statement shall be attached to the CCA's minutes and be a part thereof. Failure to do so shall result in the acceptance of the minutes as written. If any dispute is still unresolved, the decision of the CCA will be final. Verbal notification of a contract discrepancy will be made to the Contract Manager or designee as soon as possible whenever a contract discrepancy is identified. The problem shall be resolved by the Contract Manager within a reasonable time period.

### **County Furnished Items**

- Training materials for various County programs and information on County, State, and Federal legal requirements.
- Business Continuity Plan materials consistent with ongoing County plans to ensure the availability of critical operations following a local or regional disaster or event.
- Web-based interface to allow COUNTY departments to access to the CRIB maintained by INFO LINE. Interface will allow County departments to develop customized directories, reports, and other materials.
- Equipment purchased by COUNTY during the implementation phase of 2-1-1 including, but not limited to call recording equipment, interactive voice recognition (IVR) equipment, computers, and telephone equipment.

### **Contractor Furnished Items**

CONTRACTOR shall furnish all personnel, equipment, supplies, and training (except as provided by COUNTY) necessary to perform all services required by the Agreement and will adhere to all requirements imposed on CONTRACTOR by the Agreement. This shall include, but not be limited to training materials (except those furnished by



COUNTY), supplies, and support material necessary to perform all services. The CONTRACTOR shall provide office related items such as computers, printers, monitors, hardware, software, telephone systems and instruments, fax machines, photocopy machines, video tape players (VHS) and monitors, and other related items necessary to fulfill the terms of this Agreement.

CONTRACTOR must have a certification process in place to ensure that bilingual I&R staff are proficient in oral and/or written communication in English and in the specified non-English language(s). Upon request, CONTRACTOR shall provide COUNTY with standards/process used to certify proficiency of bilingual staff.

CONTRACTOR shall be responsible for the maintenance of COUNTY equipment and replacement and/or upgrade of COUNTY equipment furnished by COUNTY.

CONTRACTOR shall provide the necessary facility/facilities and furnishings required to execute the Agreement.

CONTRACTOR shall provide training in all aspects of services provided in the Agreement.

CONTRACTOR shall furnish child abuse, elder abuse, cultural awareness, and Civil Rights training for all CONTRACTOR staff. The training will be provided by the CONTRACTOR, utilizing COUNTY provided written materials and/or videos.

CONTRACTOR shall provide employee orientation and in-service training for all staff. Such training will cover all aspects of contract services.

CONTRACTOR shall provide a twenty-four (24) hour I&R service to residents of Los Angeles County through 2-1-1 dialing code, toll-free dedicated phone number, local call exchange, and through the availability of a Telecommunications Device for the Deaf (TDD) line. There shall be no cost to Los Angeles County residents accessing these services.

### **Elder Abuse Hotline**

CONTRACTOR shall provide a toll-free Elder Abuse Hotline with two (2) lines available to the public. A separate toll-free TDD line shall be provided for callers with hearing impairments. CONTRACTOR shall accept collect calls on another business line from callers who are outside the local toll-free dialing area, and shall have a line available for Adult Protective Services (APS) staff to call in for referrals, messages, or information. There shall be no cost to callers accessing these services.

### **Employer Call Center**

CONTRACTOR shall provide a 24-hour Employer Call Center through the 2-1-1 dialing code. There shall be no cost to Los Angeles County residents accessing these services.

### **Code Enforcement Toll-Free Hotline/Department Emergency Plan Hotline**

CONTRACTOR shall provide the County of Los Angeles Code Enforcement Toll-Free Hotline through the existing 1-877-966-2633 number and through the Unincorporated Community Help Line number at 1-888-924-4357. There shall be no cost to Los Angeles County residents accessing these services.

### **Unincorporated Community Help Line**

CONTRACTOR shall provide the Unincorporated Community Help Line through the existing 1-888-924-4357 number. Calls received on the Help Line shall include calls on code enforcement. There shall be no cost to Los Angeles County residents accessing these services.

### **2-1-1 Information and Referral Services**

CONTRACTOR shall maintain a comprehensive twenty-four (24) hour I&R program which shall be accessible to all areas of the County of Los Angeles through the 2-1-1 dialing code, local telephone number, or through a toll-free telephone number. CONTRACTOR shall have the capability of handling 31,250 information and referral calls per month.

CONTRACTOR shall use an IVR menu system including menu options to obtain information and referrals. The menu system shall provide the ability for callers to obtain certain I&R services through an automated menu system rather than speaking directly with a Community Resource Advisor (CRA). A language assessment feature shall be used to determine the language needs of each caller. There must be an override feature enabling callers to directly access a CRA.

CONTRACTOR shall provide immediate response to callers and/or walk-in clients. Eighty percent (80%) of calls shall be answered within one minute of wait time excluding time required to access front-end menu options. CONTRACTOR shall staff I&R services at a level which enables immediate response. Information and referrals shall be provided as courteously and completely as possible.

CONTRACTOR shall have the capability to handle crisis calls. When crisis calls are received, they shall be given special handling through the use of the IVR menu system or other means. CONTRACTOR staff shall provide follow-up, as needed, within five (5) business days, on crisis calls to verify that the crisis has been satisfactorily addressed by the resource to which the caller was referred.

2-1-1 and general I&R service shall be available to the public twenty-four (24) hours per day, seven (7) days per week, 365 days per year.

CONTRACTOR shall provide quality I&R service and documentation of the accuracy and appropriateness of referrals and caller satisfaction with service. If incorrect information is provided or inaccurate referral is made and the caller has provided CONTRACTOR with contact information, CONTRACTOR shall contact the caller with the correct information and/or referral.

CONTRACTOR shall ensure that at least 50 percent (50%) of its direct service staff are bilingual and shall have the ability to respond to Spanish-speaking callers 100 percent (100%) of the time.

CONTRACTOR shall use the IVR menu system to assess language requirements and route calls to appropriate CRA language skill sets or as a means of initiating a link or conference call to a language interpretation service.

CONTRACTOR shall maintain a *Telecommunications Device for the Deaf* (TDD) machine in order to ensure the hearing impaired have access to information and referral services.

#### **Call Transfers from other COUNTY Call Centers**

CONTRACTOR and the Department of Health Services (DHS) shall meet as needed to plan for the utilization of 2-1-1 to disseminate information to the public regarding public health issues and other special programs. CONTRACTOR and DHS shall develop appropriate materials to assist CRA in handling the call.

CONTRACTOR shall handle call transfers from the Department of Children and Family Services (DCFS) Child Abuse Hotline for general I&R services not readily available or provided through the DCFS Child Abuse Hotline. CONTRACTOR, DCFS, CCA, and appropriate County departments shall develop protocols and reporting requirements for call transfers. Protocols shall include the identification and transfer of calls from the CONTRACTOR to DCFS Child Abuse Hotline.

CONTRACTOR shall handle call transfers from the Department of Mental Health (DMH) Access Telecommunications Center for general I&R services not readily available or provided through the DMH Access Telecommunications Center. CONTRACTOR, DMH, CCA, and appropriate COUNTY departments shall develop protocols and reporting requirements for call transfers. Protocols shall include the identification and transfer of calls from the CONTRACTOR to DMH Access Telecommunications Center.

CONTRACTOR, CCA and appropriate COUNTY departments shall meet as needed to develop a comprehensive integrated call transfer system to address the needs of COUNTY and CONTRACTOR in providing their respective services. COUNTY shall determine the feasibility of utilizing appropriate technology to provide for an efficient and accountable call transfer system including the integration of voice and data in the transfer process. Development of this system shall be coordinated with similar efforts for other participating COUNTY departments.

#### **I&R Resource File Inclusion Criteria and Referral Procedure**

It is the function of CONTRACTOR to provide information about referrals to a broad range of human service agencies throughout the County of Los Angeles. It is the intent of the program that CONTRACTOR employees will provide as much information as possible to individuals calling in order that the caller can make an informed decision as to the best resource(s) available to him or her. While CONTRACTOR employees will seek to give the most accurate and appropriate information and/or referrals possible, CONTRACTOR is not responsible for the quality of service delivered by any agency to which caller is referred. CONTRACTOR employees should always be sure that they do not put themselves in the position of recommending a particular agency.

#### **2-1-1 Switching and Programming**

CONTRACTOR will provide 2-1-1 access to all land line phones within Los Angeles County as of the effective date of this Agreement. COUNTY shall work with CONTRACTOR to resolve issues related to certain locations within Los Angeles County that block the dialing of three digit dialing codes such as 2-1-1. CONTRACTOR shall perform testing of all equipment, troubleshoot, and work with telephone service providers to resolve any issue related to connectivity. CONTRACTOR shall immediately inform CCA of any issue related to connectivity which will impact the ability of callers to utilize the 2-1-1 dialing code.

### **2-1-1 Call Recording**

CONTRACTOR will record all 2-1-1 calls and place a message notifying callers that calls may be monitored and recorded. CONTRACTOR will maintain an archive of recorded calls for up to one year. CONTRACTOR will also add caller ID functionality to its telephone system in order to more quickly and effectively handle crisis and/or suicide calls that need 9-1-1 response.